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MONITORING OF THE IMPLEMENTATION OF THE GLOBAL PROGRAMME OF ACTION AND THE UNITED NATIONS SYSTEM-WIDE ACTION PLAN ON DRUG ABUSE CONTROL

System-Wide Action Plan and coordination of drug control activities in the United Nations system

Report of the Secretariat

Summary

The conclusions of the coordination segment of the session of the Economic and Social Council held in 1994 were communicated to all heads of agencies in the United Nations system, in preparation for the first session of the Administrative Committee on Coordination (ACC) to be held in 1995, with, for the first time, an item on drug control on its agenda. In preparation for the meeting, the Executive Director of the United Nations International Drug Control Programme (UNDCP) met individually with most heads of agencies, and UNDCP prepared, with input from the ACC Subcommittee on Drug Control, a background paper outlining ways to enhance coordination in the system. The Subcommittee continued its trend toward more substance-oriented work, including the preparation of technical papers and the consideration of joint programming on specific issues. As an updated and revised United Nations System-Wide Action Plan on Drug Abuse Control was submitted to the General Assembly in 1994, brief summaries on progress in implementation are provided from seven agencies. The System-Wide Action Plan will henceforth be updated on a biennial basis, in keeping with the wishes of the Assembly.

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INTRODUCTION

1. The present document describes the work being done to enhance coordination of drug control work within the United Nations system, including the follow-up to the conclusions of the Economic and Social Council at the coordination segment of its regular session held in 1994. Information is provided on the current status of the United Nations System-Wide Action Plan on Drug Abuse Control (SWAP), including brief reports from cooperating agencies on their progress in its implementation. Particular attention is given to the preparations for the first session of the Administrative Committee on Coordination (ACC) to be held in 1995, for the first time with an item on international drug abuse control on its agenda.

I. ADMINISTRATIVE COMMITTEE ON COORDINATION

2. ACC included the issue of international drug abuse control as an important item on the agenda of its session to be held at Vienna from 27 February-1 March 1995.

3. In preparation for the meeting, the Executive Director of the United Nations International Drug Control Programme (UNDCP) addressed a letter in September 1994 to all ACC members transmitting the conclusions of the debate on drug control by the coordination segment of the 1994 regular session of the Economic and Social Council held in 1994. This was followed by individual meetings with most heads of agencies, during which the Executive Director outlined suggestions as to how coordination might be improved in matters relating to drug control.

4. Those suggestions were reflected in a background paper prepared by UNDCP to form the basis for the debate in the meeting of ACC. Prior to the submission of the background paper to the ACC Consultative Committee on Programme and Operational Questions in January 1995, it was circulated to members of the ACC Subcommittee on Drug Control for comment and input.

5. The paper drew particular attention to the numerous linkages between drug control and the areas of responsibility of other agencies. In particular, it highlighted interrelationships between drug control issues and socio-economic development. Such information was intended to facilitate the incorporation by relevant agencies of the subject of drug control in their own programmes of work, as called for on several occasions by the Council and the General Assembly, most recently in Assembly resolution 49/168 of 23 December 1994.

6. The paper also set forth ways in which inter-agency cooperation could be enhanced, including suggestions emerging from the conclusions of the coordination segment of the Council. Particular importance was attached to the concept of coordination "from the bottom up", involving the forging of close working relationships between UNDCP specialists and those in other organizations working in areas related to drug control. Similarly, direct cooperation at the country level, through local inter-agency working groups convened by the Resident Coordinator, was already proving to be a constructive approach to improved coordination and to a more productive dialogue with Governments.

II. SUBCOMMITTEE ON DRUG CONTROL OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION

7. The ACC Subcommittee on Drug Control held its main annual meeting at Vienna from 5 to 7 September 1994, with nine agencies represented. A copy of the agenda for the meeting is annexed to the present report. The Subcommittee continued to devote a growing portion of its time to the

discussion of substantive issues. In that connection, three technical papers were examined by the meeting (two prepared by UNDCP and one by the Crime Prevention and Criminal Justice Branch of the Secretariat). In addition, two proposals were considered (one submitted by the Food and Agriculture Organization of the United Nations (FAO) and one by the International Labour Organization (ILO)) for multidisciplinary initiatives in specific aspects of drug control. The report of the Subcommittee has been issued as document ACC/1994/9.

III. UNITED NATIONS SYSTEM-WIDE ACTION PLAN ON DRUG ABUSE CONTROL

8. As SWAP has been the subject of a rather complex development process, it is worth clarifying its current situation and the anticipated process for its future evolution. The first version of SWAP was approved in 1990. An update was not made in 1992 as envisaged, since the Assembly had requested that SWAP be revised to incorporate agency-specific plans. Pending completion of the revised version, an interim update of SWAP was issued in 1993 (A/48/178). The agency-specific plans were incorporated in the revised SWAP forwarded to the Assembly in 1994 (A/49/139). The latter, most recent, version in fact represents a significant update of the original SWAP and a return to the original timetable of updates in even-numbered years. The next update is thus required in 1996. The following sections contain material submitted by members of the ACC Subcommittee on Drug Control to reflect progress in the implementation of SWAP.

A. United Nations Interregional Crime and Justice Research Institute

9. In the first half of 1994 the United Nations Interregional Crime and Justice Research Institute (UNICRI) completed the following two major research projects: Cocaine Markets and Law Enforcement; and Comparative Study for the Standardization of the Indicators and the Methodologies of Toxicological Analysis in the Field of Cocaine Abuse, conducted within the framework of the joint WHO/UNICRI follow-up activities to the seminar, "Cocaine Today".

10. The Integrated Programme on Drug Abuse Prevention for the Hungarian Educational System entered the second year of activities. A one-week training course was held at Budapest in June 1994 as a follow-up to a two-week meeting held at Rome in 1993. Training materials (information brochures and a three-volume compendium for trainers) prepared by UNICRI experts have been translated into Hungarian and adapted to national needs.

11. A project for the training of trainers for public treatment services was designed. The preparatory phase was to be completed in January 1995, to be followed by three pilot courses.

12. The computerization of the clearing-house on drug abuse, which is a specific section of the UNICRI documentation centre, has been a major endeavour throughout the year. Specialized software has been developed, and an ad hoc thesaurus to meet UNICRI needs is being prepared.

B. International Labour Organization

13. The two-pronged ILO programme of prevention in the workplace and rehabilitation in the community was implemented through a cluster of projects in collaboration with Governments and organizations of employers and workers. In support of the ILO Active Partnership Policy, a manual on drug-related issues was prepared and distributed among the ILO multidisciplinary teams and field offices. At the policy level, a draft code of practice on management of drug and alcohol problems in the workplace was distributed to member States for comment. The draft code and the comments were to be examined by a tripartite meeting of experts in January 1995.

14. A joint study of ILO and the Commission of the European Communities was completed and its findings were reviewed in 1994, with a view to its submission to an international conference in 1995. ILO also collaborated with the Canadian Centre on Substance Abuse to study the economic and social cost of substance abuse.

15. The wide-ranging collaboration of ILO with UNDCP was highlighted with the signing of a new memorandum of understanding in August 1994. Dialogue was maintained on all aspects of policy and programme development. A number of joint projects at the interregional, regional and national levels were at different stages of implementation. Projects typically included assessment, staff training, programme development and evaluation.

16. Governments and non-governmental organizations in Brazil, Chile, Egypt, India, Jamaica, Malaysia, Malawi, Mexico, Namibia, Pakistan, Philippines, Poland, Sri Lanka, Thailand, United Republic of Tanzania, Zambia and Zimbabwe benefited from those projects and other ILO technical advisory services. ILO also actively participated in all UNDCP expert forums on demand reduction.

17. The following ongoing activities deserve special mention: the joint project undertaken by ILO, and the World Health Organization (WHO) and UNDCP to develop model programmes of drug and alcohol abuse prevention among workers and their families; the ILO/UNDCP project to develop drug and alcohol prevention programmes in the maritime industry; and the ILO/Norway project to establish resource centres for rehabilitation, workplace initiatives and community action. Another major initiative was the launching by ILO, UNDCP, the International Federation of Non-Governmental Organizations for the Prevention of Drug and Substance Abuse and the University Sains, Penang, Malaysia, of the Regional Training Programme on Addiction Rehabilitation, which conducted its first course in September 1994 with 20 participants from 14 countries of the region of Asia and the Pacific. Agreement was also reached with UNDCP to commence a programme in 1995 in central and eastern Europe to mobilize employers and workers in the prevention of substance abuse.

C. Food and Agriculture Organization of the United Nations

18. In matters related to reducing the demand and use of illegal drugs, the main strengths of FAO lie in a comprehensive approach to rural development through formal and non-formal education programmes, including activities related to alternative crop production. The experience of FAO shows that, in isolation, crop substitution is not an effective countermeasure to the production of illegal drug crops. However, the eradication of illicit drug crops and crop substitution, when combined with a number of other measures, including a firm government commitment to eradication, to marketing opportunities for substitute crops and to a comprehensive approach to rural development, have an important role to play in the reduction of the supply of illicit drugs.

19. There is a growing interest in technical assistance in drug-related non-formal educational programmes that may be initiated through agricultural extension services, in work with agricultural cooperatives, in the People's Participation Programme, in programmes involving the mass media and rural youth, and in young farmer programmes in which the hazards of drug abuse may be discussed. FAO continues to use remote sensing and satellite imagery as a method of identifying areas where illegal drug crops are grown, and to formulate and implement projects in several countries. Of particular interest to FAO are various broad areas related to the reduction of drug abuse, including: studies and agricultural sector reviews providing an analysis of the impact of illicit cultivation on rural families; preventive education programmes for rural youth and adults; international research projects on herbicidal and biological control of illicit crops; remote sensing and satellite imagery for crop identification; and crop substitution.

D. United Nations Educational, Scientific and Cultural Organization

20. The United Nations Educational, Scientific and Cultural Organization (UNESCO) signed a memorandum of understanding with UNDCP in April 1994 in order to strengthen collaboration in the field of drug demand reduction through education and information.

21. UNESCO efforts in the prevention of drug abuse affecting the quality of life apply to both licit and illicit drugs. Preventive education projects are implemented in-school as well as out-of-school, targeting women, children, youth and adults. The objectives are to promote awareness at the community level, and to provide life skills at the individual level and the ability to face the challenges of life. Within the framework of a joint project of UNESCO and the Commission of the European Communities, the first issue of an International Newsletter and an Annotated Bibliography of books and articles on the prevention of drug abuse, both published in English, French and Spanish, were issued and disseminated to member States, non-governmental organizations and professionals working in the field referred to.

22. UNESCO collaborates with the University of Plovdiv, Bulgaria, in the production of a videotape on preventive education in Bulgarian secondary schools, and with the African Communications Group for the production of a documentary film to educate Africans on the dangers of becoming couriers of illegal drugs from Africa to the United States of America.

23. Among its publications, the following should be noted: Prevention of Drug Abuse through Education and Information: An Interdisciplinary Responsibility within the Context of Human Development.

E. World Health Organization

24. The work of the Programme on Substance Abuse of WHO concentrated on the following three main areas: prevention, advocacy and promotion; treatment and care; and regulatory control. As of May 1994, the Programme on Substance Abuse has also been responsible for the WHO programme on tobacco or health. As a result, the work of the Programme on Substance Abuse covers all substances of abuse, and facilitates the promotion of comprehensive approaches to all problems of substance abuse. The twenty-ninth Expert Committee on Drug Dependence reviewed a number of psychoactive substances for possible scheduling, and made recommendations concerning treatment services, training, regulatory control and national policies. The joint cocaine project of WHO and UNICRI, involving the collection of data on the global extent, nature and consequences of use of coca products, was completed. During 1994, WHO commissioned a major review of international literature on the health implications of cannabis. The project, "Policies, Legislation and Programmes on Treatment and Rehabilitation for Drug and Alcohol Dependence", involved the compilation of data from 82 countries. The full report on the project was to be available in early 1995. WHO has continued to support national and regional efforts to implement drug control regulations. Among the more than 30 projects under implementation during the year were the following: WHO Study on Drug Injection and HIV Infection; Rapid Assessment of Drug Abuse in Cameroon; Promotion of a Community-based Approach to Substance Abuse Problems, with the focus on developing countries; and Preventing Fetal Effects of Substance Abuse. WHO has continued to collaborate with other international organizations and bodies, particularly UNDCP, as well as with WHO Collaborating Centres and non-governmental organizations.

F. International Maritime Organization

25. The International Maritime Organization (IMO) is concerned with prevention and demand reduction, as well as with the suppression of illicit traffic. With regard to demand, the general guidelines concerning drug and alcohol abuse and its impact on the health and fitness of seafarers or

their ability to perform shipboard functions need to be periodically reviewed. It is expected that the Subcommittee on Standards of Training and Watchkeeping will develop a resolution of the IMO Assembly on the principles and guidelines concerning drug and alcohol abuse, on the basis of those circulated in 1992. IMO will continue to cooperate in the tripartite expert meetings on drug and alcohol abuse of the ILO and in the annual meetings of the joint ILO/WHO committee that considers the health of seafarers.

26. With regard to the suppression of illicit traffic, cooperation between Governments and their relevant administrations and shipowners, ship operators, shippers and shipping agents should be facilitated and advanced by all possible means. In the area of training, three seminars are scheduled to take place in 1995 in the context of the joint project of IMO and the Economic and Social Commission for Asia and the Pacific to facilitate international maritime traffic, including measures to combat illicit drug trafficking. As part of its ongoing efforts to build and strengthen institutions, work will continue towards the adoption of draft amendments to the annex of the Convention on the Facilitation of International Maritime Traffic,[1] the promotion of memoranda of understanding between Governments and commercial carriers as suggested by the World Customs Organization, and the improvement of cooperation between port authorities and shipowners.

G. United Nations Industrial Development Organization

27. In accordance with its mandate to promote industrialization, the activities of the United Nations Industrial Development Organization (UNIDO) in the field of drug abuse control focus on creating a techno-economic base that offers illicit crop growers a comparable income through conversion of alternative crops into high-value-added processed products. Two ongoing UNDCP-financed projects in the Chapare region of Bolivia were creating an alternative source of income to farmers engaged in coca cultivation. Eleven agro-processing industries were being rationalized, and perennial plantations of the farmers expanded. The projects enabled the former coca growers to become shareholders of the industrial ventures, and thus to participate in the value added created by the processing of their products. In cooperation with UNDCP, UNIDO also examined the medium-term prospects for industrial food-processing plants in Ucayali and Uchiza, Peru. In Pakistan, a new project concept was developed on the basis of an extensive study of the socio-economic and climatic conditions of the Dir district. The project aims at attracting private investment in the field of high-value-added food products and ingredients that could compete with illicit poppy cultivation in non-irrigated areas.

28. Another strategy adopted by UNIDO is the development of small-scale industries, based on plant resources and located in close proximity to illicit growing areas so as to reduce the migration of people to the areas concerned and prevent the spread of illicit cultivation. The implementation of three such projects was continuing.

29. UNIDO also supports national laboratories responsible for the analysis of both licit and illicit drugs. At the annual group training course held at the Medicinal Plants Research Centre at Eskisehir, Turkey, participants from 10 developing countries were trained in identifying the degree of purity of both licit and illicit drugs.

30. In order to strengthen cooperation and coordinate efforts under their respective mandates, UNDCP and UNIDO signed a memorandum of understanding on 25 October 1994.

Notes

[1]United Nations, Treaty Series, vol. 591, No. 8564.

Annex

AGENDA OF THE 1994 SESSION OF THE SUBCOMMITTEE ON DRUG CONTROL OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION

1. Adoption of the agenda.

2. Global overview of the drug abuse situation by UNDCP.

3. Strategic orientation of the United Nations System-wide Action Plan on Drug Abuse Control with a view to activating the Plan at the country and regional levels.

4. Integration of drug issues, including supply-side issues, in country strategy notes and promotion of country-level and subregional system cooperation.

5. Review of resolutions adopted by the Commission on Narcotic Drugs, the Economic and Social Council and the General Assembly and related developments from the policy-making bodies of other agencies which have a bearing on drug abuse control.

6. Review of policy issues emerging from the regional expert forums on demand reduction.

7. Presentation and discussion of papers on the themes:

   (a) Present status of knowledge of the illicit drug industry in the world;

   (b) The relationship of crime control and drug control;

   (c) Activities undertaken by UNDCP to facilitate electronic communication of drug-related information between UNDCP and Governments and thereby lowering the burden put on countries reporting to UNDCP and improving quality and timeliness.

8. New proposals:

   (a) Framework for an inter-agency programme on reducing drug demand among youth in developing countries;

   (b) ILO training programme.

9. Review of the United Nations Decade against Drug Abuse.

10. 1994 NGO World Forum on Drug Demand Reduction.

11. Other business.